

1. Introduction

Moving Forward Together to Deliver Real Change

Southend Borough Council published its first Local Transport Plan (LTP1) in July 2000 in partnership with over 300 resident and business groups together with transport operators and users. It was also produced in liaison with its Thames Gateway South Essex partners as part of an integrated approach towards achieving regeneration and growth in the Gateway as a national and regional priority in accordance with the Government's Sustainable Communities Plan¹.

The aim of LTP1 was to reduce congestion in Southend and its hinterland in order to stimulate regeneration, economic improvement, environmental enhancement and community well being in a sustainable manner. To help achieve this aim the Plan included a long-term transport strategy and, set within this, an implementation programme of transport schemes and measures for the period 2001/02 to 2005/06. This included the development and implementation of the approved Major Scheme.

The Borough Council has worked closely with its Partners to implement this programme and to deliver real change in the Borough. This is reflected in the range of successful projects delivered on the ground and achievements made in securing changes towards more sustainable modes of travel. Annual Progress Reports (APR's), that are published each summer, illustrate this progress.

Developing the Second Local Transport Plan

The DfT feedback on the Provisional 2nd Local Transport Plan, received in December 2005, has been taken into account, particularly in terms of repositioning future Major Scheme proposals, expanding the demand management section and developing the scheme prioritisation methodology as a result of the final Planning Guideline. To aid clarity, sections of this Plan have been strengthened, with text and plans brought forward from the provisional Appendices.

The Second Local Transport Plan (LTP2) builds on the successes of LTP1 taking forward and refining the existing long term strategy taking into account the key national, regional and local policy developments together with the findings of transportation studies, such as the London to Southend Movement Study (LOTS)². In particular, it identifies transport policies and schemes which are vital to achieving delivery of the "shared priorities" including the regeneration of the town and wider Thames Gateway.

As part of strategy delivery this Plan makes provision for the next five-year implementation programme to 2011. This includes the case for delivering the outstanding elements of the Approved Major Scheme contained in the first Local Transport Plan, namely:

the completion of the A13 Passenger Transport Corridor (Phase 3) and highway improvement scheme at Priory Crescent/Cuckoo Corner(A127/A1159).

These will facilitate essential improvements on the town's two highway corridors, reduce congestion and unlock a number of regeneration opportunities. The latter is identified as a Priority 1a scheme in the Draft East of England Plan (see Section 2).

Regional transport priorities have been identified in the Draft East Of England Plan (RSS 14) for major scheme funding, been put in the wider context. These will need to be brought forward in a planned and phased manner over the next 15 years if the Government's objectives for sustained jobs led regeneration and growth are to be met. The development of future Major Schemes will be

¹ Sustainable Communities: Building for the Future, ODPM, Feb 2003.

² London to Southend Movement Study (LOTS) - Hyder Consulting Ltd. for TGSE

taken forward as part of a separate Southend “Major Scheme Strategy” in partnership with Essex County Council and Thurrock, through the Thames Gateway Transport Board.

Delivering the approved Major Scheme in its entirety is crucial to realising Government objectives for regeneration and growth, to reducing congestion and providing for more sustainable travel patterns in the town. A Business Case in support of these initiatives has already been made to the Department for Transport in accordance with the DfT’s major scheme guidance.

A Partnership Approach

The Local Perspective

The first LTP was developed by adopting a comprehensive partnership approach. Central to this was the setting up of the Integrated Transport Partnership in 2000.

This has expanded from an initial membership of 200 and now includes over 300 members comprising residents, transport operators and local businesses. The fact that the Partnership has been consistently involved for over 5 years in contributing to delivering the transport strategy, agreeing targets and now participating in LTP2 is a strong indicator that the local organisations and groups remain interested and active in taking forward transport policies, challenging progress and assisting in the process of delivery on the ground. Table 1.1 demonstrates this and sets out the range of topic groups that have developed and the significant effect that this has had on policy development and plan implementation.

Local Groups and Organisations that have been involved in the LTP development and delivery include:-

- The Integrated Transport Partnership;
- the Local Strategic Partnership - 'Southend Together';
- Southend Business and Tourism Partnership;
- Quality Bus and Rail Partnerships.;
- Leigh Town Council;
- Southend Renaissance; and
- Local cross-boundary working on specific schemes with neighbouring Districts, Essex County Council and Thurrock Borough Council.

This has ensured engagement of residents, businesses and transport operators and users. This builds upon one of the key strengths of LTP1 acknowledged by the Department for Transport (DfT) as best practise.

The process of developing LTP2 has, therefore, involved an ongoing consultation on LTP1 policies and a general desire for these to continue. The Partnership supports the extension of the LTP1 strategy and, by a series of partnership meetings newsletters, public articles in the local press and stakeholder meetings, the LTP2 strategy has been debated and agreed upon.

The Partnership meetings are also a forum to express local views and meet Council officers and members. This often leads to local issues being picked up with other members of the partnership present who may act as advocates for the transport policies. A central database of contacts is maintained of local organisations, voluntary groups and local businesses to facilitate greater sharing of information and best practice.

The process of consultation is generally by meeting, exhibition, invitation, postal questionnaires or in some circumstances the public are invited to 'real planning' events where extensive use is made of maps and plans to give people a visual insight into proposals. The public are able to indicate their ideas on aerial photographs of the area by using flags printed with particular suggestions. Used together with questionnaires, this approach gives Council staff a better grasp of what people actually want to see in their local areas. Opinions expressed are taken into account and the proposals may be modified before the final scheme is publicised. To secure good response rates to questionnaire consultation 'pre-paid reply envelopes' are used in conjunction with publicity in the free press (including the Council's own Civic News). Consultation results are, wherever possible, illustrated in a transparent format and any decisions made on the basis of such information highlighted.

Table 1.1 Consultation/Participation Group	Period of consultation	Frequency of meetings	LTP1 development, delivery and monitoring	LTP2 development of strategy and targets	Contribution to the following areas of LTP1 and LTP2	
					Strategy/Delivery/Policy	Project
Integrated Transport Partnership (ITP – Full Partnership) Full meeting held on 7/2/06 to consider the full LTP2	2000-2005	Twice a year	✓	✓	Full partnership group - meets to discuss strategies and polices and comment on delivery At the meeting on 7/2/06 the shared priorities and criteria for assessment were discussed. Followed up by Newsletter no.9 requesting feedback	Input into projects listed below as part of policy development or scheme design.
Topic Groups						
Cycling and Walking	2000-2005	As required	✓	✓	Cycle Network development	Cycle routes and Greenway, benchmarking
Prittlebrook Greenway	2005	As required	✓	✓	Developing Green Grid in Southend	Greenway
Major Scheme 1	2000 - 2005	2/3 months	✓		Project development, alternatives and options – preliminary design (A13)	London Road A13 Passenger Transport Corridor
“SustAccess” Group including european partners	2004-2005	Ongoing	✓	✓	To identify sustainable access and improve linkages with rail station	Victoria Station/ Town Centre Linkage
Road Safety Partnership	2005	Ongoing		✓	Developed Road Safety Strategy in Partnership	Road safety projects, data sharing and policy decisions
Travel Wise – Company Travel Plans	2002 - 2005	Periodically	✓	✓	Developed in partnership with various local businesses	Sustainable Transport/ Travel Plans – sharing best

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Safer Journeys to School	2000 - 2005	As required	✓	✓	Developed in partnership with various schools	School Travel Plans and participation in scheme design and monitoring
Environmental Rooms and Distributors	2000 - 2005	As required	✓		Developed with the ITP and local residents.	Westborough and Milton Wards traffic calming project and “real planning” exercises
QBP and QRP	2002 - 2005	As required	✓	✓	Forum to improve train/bus travel, linkages and accessibility within the Borough.	A13 Passenger Transport Corridor, SustAccess. Upgrading of bus shelters, Travel Centre co-ordination
Accessibility Partnership	2005	Ongoing		✓	Accessibility issues and potential solutions	To develop Framework Accessibility Strategy
Local Strategic Partnership (LSP) Business and Tourism Partnership	2002 onwards	2/3 times a year		✓	Prioritise and coordinate the Community Plan and strategies for the town including monitoring Ensure that business and tourism needs are highlighted and policies take these into account	To deliver the Community Plan and focus on transport contribution to regeneration and growth
Other Consultations Civic News Press Articles	2000 – 2005	Ongoing	✓	✓	Invites public participation, informs the wider community and seeks views	LTP1 Major Scheme, road safety, transport strategy and other schemes.

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					Strategy/Delivery/Policy	Project
Newsletter Web site					on policy and implementation	Feedback on progress
KeyMed funded - Community Project Officer	2003 onwards	Ongoing	✓	✓	Direct involvement in community based schemes and road safety	Particularly delivery of KeyMed funded projects, particularly in more disadvantaged areas

The results of the Southend Consultation Panel findings support the view that targeting investment in public transport and network management is a priority

What is the Council doing the right amount of work on:-
 Improving public and community transport – 30%
 Reducing road congestion – 23%

What should the council be doing less on:-
 Improving public and community transport – 4%
 Reducing road congestion – 2%

What should the council be doing more on:-
 Improving public and community transport – 55%
 Reducing road congestion – 61%

There are however, some hard to reach groups within the community and these usually include ethnic minorities and young people. The Council tries to overcome this by using the local media to advertise the consultation and offer a translation service in different languages if requested. For young people the Council uses 'One Voice' which is an innovative local consultation project which focuses on young peoples views on a wide range of subjects. One Voice uses events based around activities, such as ten-pin bowling, to attract young people to a discussion forum.

Individual strategies such as road safety and accessibility have been developed in close co-operation with the Transport Partnership and the database used to invite key representatives. Recent consultation on the Interreg iiiib project at Victoria Station has included "focus groups" to consider accessibility issues, which will be taken forward when developing proposals for the area and policies on accessibility planning in LTP2. The Partnership approach was commended within LTP1 and at a recent conference of North Sea countries on sustainable transport, Southend were invited to give a presentation to other members, which was well received.

At recent meetings of the Integrated Transport Partnership, partners participated in the process of preparing the full LTP2 and discussed priorities and implementation. A full copy of the Provisional Plan was sent to all members of the Partnership. A consensus was reached generally that greater investment in public transport and reduced congestion were significant areas for the plan. Also, discussed were problems around schools and parking enforcement. Overall agreement was reached that given the level of growth envisaged for the town the investment in transport will not be adequate even with greater demand management, investment in public transport and "smarter choices". This has been compared with the results of the Southend Consultation Panel findings which support the view that targeting investment in public transport and network management is a priority. Further feedback from the Partnership has also been taken into account in developing this final plan.

A round of other meetings and consultation exercises have run in parallel with the Partnership meetings, including presentations and feedback from the Southend and Business Tourism Partnership, Southend Together (LSP) and local meetings of particular groups including bus and rail users.

Cross Boundary Perspective and Regional Joint Working

From the national and regional perspective, Southend is fully involved in a number of Forums, groups and sub-groups that meet regularly to co-ordinate regional and sub-regional strategies across a wide area of shared interests and priorities. Regionally, the LTP has been developed within the context of the East of England Plan (Draft Revision to the Regional Spatial Strategy) and in particular the Thames Gateway South Essex sub-region where a number of sub-regional strategies and policies interact with LTP2 for Southend. Of particular relevance to LTP2 and the Regional Transport Strategy are the following groups that have been instrumental in preparing and endorsing the Regional Advice to Government on the Regional Funding allocations:-

➤ The East of England Regional Assembly (EERA)

EERA is a partnership body which brings together representatives from the public, private, voluntary and community sectors. The regional assembly performs three core activities; Regional Planning – responsible for preparing statutory Regional Spatial Strategies, which involves developing, monitoring and reviewing strategic planning, and transport policies; Advocacy and Policy Development – representing the voice of the region to Government and Europe; and Accountability – scrutinising the work of Regional Development Agencies. Southend plays an active part in EERA and has been consistent in supporting and developing the Transport Policies for TGSE.

➤ **The East of England Regional Transport Forum**

This forum comprises the highway authorities of the East of England Region (at Executive Member and Director level, and representatives of the Highways Agency, the Government Office for the East of England (Go-East), the East of England Development Agency and the East of England Regional Assembly. The Forum provides the principal point of contact to enable discussion between local authority transport portfolio holders, and with regional agencies and other key transport bodies. It also encourages opportunities for the exchange of information on Best Practice between county/unitary transport authorities and advises EERA's Regional Planning Panel on transport matters.

A key role for Southend in the Forum has been participation in the Regional Transport Prioritisation process and the development of the "priority 1a" schemes that have been taken forward as part of the regional advice to Government. A further role is to consider the Region's position on bids for the Transport Innovation Fund.

➤ **The Regional Partnership Group (RPG)**

The Membership of the RPG consists of a mix of executive and non executive representations consisting of nominations from Local Authorities in the East of England, EERA and EEDA, Go-East, Learning and Skills Councils, Jobcentre, Housing Corporation, Highways Agency, English Partnerships, Environment Agency, Natural England, English Heritage, Health Authorities, TGSE Partnership and Living East. The RPG is seen as a "light touch" co-ordinating mechanism, drawing and linking together existing regional strategy and delivery processes. It provides a forum for key regional and sub-regional players to achieve a collective strategic perspective at a regional scale. A principal responsibility for the RPG has been to endorse the advice from the region to central government on the regional funding allocations. Southend actively participates in this Forum, a recent example was the endorsing of the Regional Funding Advice to Government.

➤ **EEDET and Sub-Groups**

EEDET provides an opportunity for Strategic Environment Directors to network and exchange experience and best practice. It also provides a platform for strategic authorities to maintain and develop links with other key regional bodies. A network of sub-groups exists to provide opportunities for senior officers to share information and best practice. Officers from Southend attend meetings of the sub-groups, principally: Finance and Performance, Asset Management Maintenance and Engineering, Traffic Management and Road Safety, Strategic Planning Group, Environmental and Waste Management Groups and the LTP2 Group. Attendance at these meetings by Southend has increased over the last six months to ensure that proper account is taken of a number of strategic issues, especially in formulating key areas of LTP2 such as Network and Asset Management and LTP development.

➤ **Regional Accessibility Planning Forum**

Set up by the Local Transport Authorities within the East of England Region to develop a co-ordinated approach to accessibility planning.

➤ **Thames Gateway South Essex (TGSE) Transportation Delivery Board**

Set up by highways authorities to focus resources and deliver essential transport infrastructure to support development growth. The Board will provide increased impetus, direction, and focus for transportation proposals whilst ensuring that there is a cross-cutting approach throughout TGSE. The three local transport plans for Southend, Essex and Thurrock reflect the priorities set out in the evolving Business Plan for the sub-region to 2026. Further details are set out in the "Developing the Strategy Section – Consultation and Participation – Joint Authority Working" (see Section 3)

➤ Renaissance Southend

Local, regional and national organisations have been working together to create “Renaissance Southend”, the working name of the Southend Urban Regeneration Company formerly endorsed by the Government in 2005. This follows the decision to establish a spatial delivery vehicle to progress Southend’s strategic position as a key Zone Of Change within the South Essex area of Thames Gateway to achieve the employment and housing delivery targets. Key partner organisations and board members include the Borough Council, the East of England Development Agency (EEDA), English Partnerships, the Housing Corporation, the University of Essex and South East Essex College, supported by the Office for the Deputy Prime Minister (ODPM), the Government Office for the East of England and the Thames Gateway South Essex Partnership.

Southend LTP2 Vision and Objectives

The Vision

The vision agreed by the Partnership for LTP1 has been to:

“Reduce congestion in Southend and its hinterland, in order to stimulate regeneration, economic improvement, environmental enhancement and community well-being in a sustainable manner.”

LTP2 builds on this and aims to deliver the long term vision contained with the Community Plan³; that is to create a vibrant coastal town and prosperous regional centre where people enjoy living, working and visiting. Therefore the second Local Transport Plan seeks to:

“Secure a ‘step change’ in transport provision and service to deliver quality integrated facilities, improved accessibility and the long term sustainability of Southend necessary to achieving the town’s potential for regeneration and growth to provide for a vibrant and prosperous coastal town and a regional centre of cultural and intellectual excellence.”

In this context, and to deliver the vision, the Council has set the following priorities and created “Cabinet Portfolios” to focus on:

- A cleaner, safer Southend;
- A sustainable Southend;
- A future Southend;
- Others that include: housing; culture, sport and amenity; learning and children’s services; resources; and community and business regeneration.

The ten portfolios have a mix and overlap of responsibilities to ensure cross cutting themes are developed, for example transport projects will be reviewed by the portfolio holders for regeneration and safety. The Local-Central Government Shared Priorities of tackling congestion, delivering accessibility, providing for safer roads, achieving better air quality and achieving a better quality of life, are reflected in the Councils’ corporate policies, Community Plan and internal organisation.

In particular, the Council is seeking to ensure that:

- there is a reduction in the average vehicle delay experienced by travellers;
- increasing proportions of car trips involve more than one occupant;
- pupils continue to travel to school by sustainable modes, and more people are travelling within the Borough and to the town centre by sustainable means;

³ Community Plan, *Southend Together*, Local Strategic Partnership (March 2003).
Southend on Sea Local Transport Plan 2006 to 2011

- bus punctuality and reliability improve, and people are more satisfied with the bus service and the provision of public transport information, leading to a sustained increase in bus patronage;
- rail services continues to provide a convenient and sustainable means of access to London and other areas within the region;
- key destinations are more accessible, particularly the town and local centres, education sites (including the new university site), London Southend Airport (for employment and travel), health care (including cross boundary patient transfers), and centres of employment (especially industrial estates on the northern fringes and Shoeburyness);
- the transport environment is more accessible to people with limited mobility;
- the number killed or seriously injured in 2010 is at least 40% lower than the average number between 1994 and 1998; and,
- roads and footways are maintained in a consistent fashion that contributes to the delivery of the above.

Regeneration and growth are essential if the town is to become a more prosperous, safe and enjoyable place to live and work and fulfil the vision to become the key hub for culture and learning, and a higher education centre of excellence for South Essex, as set out in the Thames Gateway South Essex vision launched by Keith Hill the Minister of Thames Gateway in 2003. The challenge will be to develop the growth in a sustainable way whilst at the same time improving the economic prosperity of the area and protecting the environment.

In order to support Southend's role as a Regional Interchange Centre (RIC), as identified in the Draft East of England Plan (Policy T2) , enhanced levels of public transport improvements must take place. The identified public transport improvements contained in this Plan are seen as crucial to realising these objectives, reducing congestion and providing for more sustainable travel patterns in the town. Other initiatives to complement public transport improvements include integrated ticketing and information systems, quality partnerships and contracts, travel planning and other "soft measures".

In the longer term, and in partnership with other organisations, other packages of measures such as park & ride sites and a new and innovative bus-based mass transit system called South Essex Rapid Transit (SERT) will provide sustainable transport options for travel into the town centre. SERT will help unlock new development in a sustainable way by providing high quality, fast and efficient, dedicated passenger transport within South Essex, Southend and Thurrock (Thames Gateway South Essex Transport Strategy). Innovative solutions will also include new river travel by hovercraft across the Thames Estuary serving North Kent and London to overcome major barriers to movement and connectivity between the Thames Gateway areas of South Essex, North Kent and London – a key issue identified in the Regional Transport Strategy.

These elements together with other key components such as London Southend Airport will also play an essential role in providing access to and from the Olympics in 2012, and thus will fulfil the legacy yardstick afterwards.

As a sub-region to the East of England, the Thames Gateway South Essex area forms the largest mix of urban and natural environments with a population of 635,000 representing 12% of the regional total. TGSE is required by the Government's Sustainable Communities Plan to make a major contribution to the improvement of the region's economy. The key objective is to achieve regeneration through jobs led growth, higher levels of local economic performance and employment and a more sustainable balance of local jobs and workers. Key areas for investment are skills training, transport and accessibility improvements, environmental improvements and upgrading of community facilities. Of the total 30,000 net additional jobs to be provided in TGSE sub-region by 2011, 5000 will be delivered in Southend (Policy TGSE2). In addition, local Southend on Sea Local Transport Plan 2006 to 2011

development documents in production will need to provide for 19,350 net additional dwellings up to 2011 with 2,750 in Southend.

Objectives

Southend's objectives for LTP2, which seek to deliver the above, are set out below:

Shared Objectives

- Tackling congestion by the more efficient use of road capacity; providing for quality public transport; placing greater emphasis on travel plans and 'smarter choices' of travel; and improving conditions for motorists, cyclists, pedestrians and motorists. Both in the Borough and cross boundary with Essex.
- Delivering Accessibility by working with local groups to improve and encourage access to places of work, learning, health care, shopping and leisure services; and encourage sustainable modes of transport, especially for people from disadvantaged groups and areas in the town.
- Providing for Safer Roads by taking forward the Southend Road Safety Strategy in partnership, improving road and bridge maintenance; slower speeds within Environmental Rooms and near schools; road safety measures; improved safety for cyclists and pedestrians; and safety awareness, particularly amongst children.
- Achieving Better Air Quality by reducing congestion, driver distances travelled and number of vehicle trips made.
- Achieving a Better Quality of Life by addressing wider quality of life issues including a quality public realm, landscaping, safer communities, health and reduction in traffic noise

Local Objectives

- Regeneration of Southend by Improving the Economy by promoting and supporting sustainable economic growth in appropriate locations
- Achieving an Efficient Transport System by ensuring that land use and transport (all modes) planning are integrated.
- Raising Community Awareness by publicising the effects of continuing traffic growth and the benefits and availability of alternative transport modes.
- Improving the Highway by pursuing effective maintenance procedures that achieve value for money solutions whilst keeping the quality of life and urban renaissance objectives by improving the street scene.

Structure of this Plan

The Plan is arranged in Eleven Sections following this introduction, supported by a number of appendices and stand alone documents.

Section 2 sets out the Borough Council's long-term vision for developing the economic, social and environmental well being of Southend within the context of national objectives and the vision for Thames Gateway South Essex and East of England region. It also explains how the LTP will play its part in delivering this vision and how stakeholders and the public have been involved in its development.

Section 3 provides an overview of the strategy development approach, drawing upon some of the key relevant findings from previous phases of work. In particular it introduces the technical work that has supported the development of the Plan.

Section 4 identifies key transport related problems and issues based on the best available information, and in particular focuses on root causes. It then concentrates on the strengths of the transport system and other opportunities upon which the transport strategy has been developed.

Section 5 presents a broad overview of the strategy, illustrating how it addresses local transport problems in the context of TGSE. It also details the importance of completing the Approved Major Scheme as a Regional Priority to alleviate one of the worst areas of congestion on the strategic highway network.

Section 6 to 9 expand Section 5, by providing more detail on the strategy elements and specifically demonstrating how these work together to deliver the Local-Central Government Shared Priorities, namely tackling congestion, delivering accessibility, safer roads and better air quality. These chapters also identify how the transport strategy will help deliver other local LTP objectives, how the Plan has been developed to ensure best value for money for the funds available, and provides an introduction to the associated indicators and core targets.

Section 10 presents the delivery programme, in terms of timescales and costs, and project management processes identified to ensure the effective delivery of a realistic yet challenging LTP2 programme.

Section 11 provides details on performance management, and in particular describes the development of targets and trajectories adopted for monitoring the performance of Southend LPT2.

Accompanying Documents

This second Local Transport Plan is accompanied by important supporting documents, namely:

- The Accessibility Strategy;
- The Strategies – Passenger Transport & Road Safety
- The Smarter Choices Strategy;
- Strategic Environmental Assessment - Statement in accordance with the regulations; and
- Appendices containing further information relating to regional policies, modelling work, targets and finance forms.

The Provisional Local Transport Plan contained the Baseline Report on Transport Conditions, which is not re-issued with the final plan, but should be referred to.

Key elements of each of these have been considered in the development of this Plan to ensure a comprehensive and coherent planning process.